

THE ROLE OF REGIONAL AND COMMUNITY PLANNING  
IN ECONOMIC DEVELOPMENT IN GHANA

by

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## CHAPTER I

### INTRODUCTION

In its effort to increase the rate of growth, the government of Ghana after gaining its political independence<sup>1</sup> in 1957, has been looking forward towards large-scale projects, attempting to pursue positive policies and to rely on economic developments to catapult them in one orbit into the twentieth century. "This role must be given high priority if a country's leadership is to retain the confidence of the people."<sup>2</sup> The country is today characterized by ever growing size of installations and transportation and communication facilities. However, economic development programs directed towards building up of basic economic overheads<sup>3</sup> may exercise their influence over a considerable area and affect planning in the region and in the community; these may further influence the scope of migratory movements between rural and urban areas, and as a result may bring social, political, economic and physical changes in Ghana.

In the course of growth in Ghana, communal land holdings are being mustered into new uses as sites for new towns, road improvements and many other facilities. "Tribal and family lands are being broken up into

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<sup>1</sup>Ghana (Gold Coast)--Area: 92,100 sq. miles; Population: about 8,000,000; Formerly a British Colony; became independent in March 6, 1957; declared itself a Republic in July 1, 1960.

<sup>2</sup>Merrill R. Goodall, Administration and Planning for Economic Development (Delhi: Ranjit Printers & Publishers, 1952), p. 5.

<sup>3</sup>Economic overheads are projects such as transportation, communications and power, which are generally considered to be requisite for effective economic development.

smaller parcels; land speculation is in evidence. Tenure is being divided into ownership and tenancy, fee mortgage."<sup>4</sup> The shift from rural and industrial life is indeed spelling the end of hegemony of landowners. "There is more intensive use of the in-lying urban lands and a pressure towards the lands further from the city's centre (...) Pressure for better land planning is increasing as slums appear and as land is now being devoted to an increasing variety of uses."<sup>5</sup>

Meanwhile, through economic development urbanism is being taken to nonurban areas, with great rate of growth occurring at present in the big cities. Towns and villages, and even whole regions are engulfed in urbanism. "Any place that was flat, accessible to fresh water and connected by rail or barge to the remainder of the economy has a good chance of being so utilized...."<sup>6</sup> These regions and communities may expand or decay in the economic development plans. They cannot remain static. They may decay if development plans deny them expansion or if they are so situated as to be in a backwater divorced from the bare necessities of the plans. They may progress if kept abreast of the innovations of economic development plans and are able to expand and change to conform to the national goals. "The processes of adaption will be long and painful. But it has been long and painful in the developed countries."<sup>7</sup>

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<sup>4</sup>United Nations Technical Assistance Programme, Housing in Ghana, ST/TAA/GHANA/1 (New York, 1957), p. 3.

<sup>5</sup>Ibid.

<sup>6</sup>United Nations, The Population of South America 1950-1980, Report II ST/SCA/Ser. A/21 (New York, 1955), p. 122.

<sup>7</sup>Nels Anderson, The Urban Community (New York: Henry Holt and Company, 1959), p. 11.

These changes, no doubt, will influence the location of new sites, the method and design of buildings, street patterns, and the form of land tenure.

Since the process of industrialization has not yet advanced too far in the less developed countries, there may still be an opportunity for a planned growth of industry in harmony with the other essential fields of production and for a balanced economic and social development of urban and rural areas.<sup>8</sup>

The present conditions in villages, towns and cities, however hopelessly bad, are mainly significant as a warning of what may happen in the future if the present trend continues. The need for effective control of economic development, and for regional and community planning has become more urgent in Ghana than before.

Past Town and Country Planning in Ghana. In the events leading up to the present paper, mention must be made of how the Gold Coast (Ghana) began to plan. "Less is known of the quiet and steady progress in the field of town and country planning since 1945, of which Bulletin No. 2 of Secretary and Executive Office, Accra gives an interesting account."<sup>9</sup> The process of planning in the Gold Coast began "when the Public Works Department and railway engineers of the government service prepared" gridiron "layouts for many towns and villages all over the country."<sup>10</sup>

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<sup>8</sup>United Nations, Training for Town and Country Planning, ST/SOA/Ser. 11 (New York, 1957), p. 4.

<sup>9</sup>Cyril Dumbleton, "The Gold Coast Begins to Plan," The Town Planning Institute XVIII, No. 7 (London, June, 1950), p. 199.

<sup>10</sup>A. E. S. Alcock, "Development and Planning in West Africa," Town Planning Institute (Town and Country Planning Summer School: Cambridge University, 1955), p. 22.

Noble efforts were made by early civil engineers, no doubt under instructions from a higher authority who had no eye for country, to carry out their work according to this layout, following the principle of "theirs not to reason why."<sup>11</sup>

In 1925 a town planning ordinance was enacted, giving powers to statutory commissions to develop towns. The provisions of the ordinance were uncoordinated and spasmodic and hence were not applied. In 1945 a new town and country planning which followed blindly the principles of the English Town and Country Act of 1932 was enacted. It embodied the principle provisions for the preparation of statutory planning methods; control of interim development; power to enforce planning schemes; acquisition of land; exclusion or limitations of compensation in respect of certain restrictions based on the principle of "good neighbourliness and betterment." However, the rigidity, and regimentation which depressed the lives of the people and disfigured so many acres of their land were found too complex for satisfactory administration by local authorities to meet the need for changes. The task of drawing up town and country planning coupled with lack of research, of basic data and shortage of technical staff made it impossible for the indigenous tribal people to understand the nature of those innovations. Therefore only those plans which were made to conform to the interest of the imperial British government came to be prepared and adopted, while the rest of the country remained unplanned.

For over half a century of British colonial administration,

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<sup>11</sup>A. E. S. Alcock, "Town Planning Problems and their Solution in Tropical Africa," The Institution of Civil Engineers (London: Conference on Civil Engineering Problems Overseas, 1958), p. 11.



comprehensive regional and community planning lagged behind other forms of administration. The economic implication cannot be disguised. For the most part of the country, the process of urbanization was divorced from the life of the people because urban settlement was originally imposed by foreign and alien interest. Thus, the hardship the country is faced with today is a legacy handed down by the British Colonial Government. During colonial rule infrastructure was mainly concentrated to link the hinterlands to harbors and operated to promote the subservient role of the country's economies.

Current Development in Ghana. Ghana, with its new government after independence, found itself engaged simultaneously in economic planning, social planning, physical planning, and drastic administrative reorganization locally and nationally. Surely a great deal of work must be done; great gaps must be filled. The government with its strength must take the lead. If Ghana follows through its plans to urbanize the Volta Lake Basin, the new lake and industrial ports, as well as the completion of these plans, could prove to be one of the most far-reaching chapters in its development program.<sup>12</sup> However, a form of planning which is suitable to the country will evolve if a great deal of flexibility is employed in planning for economic and social changes in the regions and in the communities, and "if the value of planning is demonstrated to the people through the wise administration of the elected"<sup>13</sup> government.

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<sup>12</sup>The Volta River Project provides multi-purpose approaches to the supply of hydro-electric power, irrigation, the new seaport of Tema, industrialization, and settlement of communities in 52 new townships.

<sup>13</sup>Alcock, op. cit., p. 26.

Thus, the government, guided by its economic and physical planners, may develop a type of comprehensive planning suitable for the country. At its initial stages of economic development and planning, Ghana may require more than advice from abroad. Both foreign investments and technical advisors may be needed to fill certain operational roles until such time as the supply of qualified indigenous personnel can meet the requirements of the nation.

The United Nations through its Bureau of Technical Assistance had provided a number of experts in its field of community planning and housing. The first mission which went to Ghana between 1954 and 1955 was composed of Mr. O. Koenigsberger, Mr. Charles Abrams (Chairman) and Mr. V. Bodiansky. The report submitted by this mission commented in various parts about the shortage of qualified planners in the following:

Shortage of good planners, engineers, architects and surveyors is making itself evident in the inefficient layouts, waste of space, bad planning, elimination of services and shops and general lack of imagination in product.<sup>14</sup>

Stressing the need for training personnel to man the Town and Country Planning division, Mr. E. K. Bensah, Minister of Works and Housing, said, "The government is sponsoring the training of planning assistants and town planners at the Kwame Nkrumah University of Science and Technology, Kumasi,"<sup>15</sup> Ghana. A course in regional planning is being introduced at the university for students recruited from economics, geography, engineering and sociology.

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<sup>14</sup>United Nations Technical Assistance Programme, Housing in Ghana ST/TAA/K/GHANA/1 (New York, 1957), p. 31.

<sup>15</sup>The Embassy of Ghana, Ghana News (Washington, D. C., May, 1964), p. 1.

Commenting on economic development in Ghana the authors of the Seven-Year Development Plan said, "Ghana economy is already a fairly complex one."

The task of drawing up a comprehensive Plan for it was made more difficult for the new planning organization by the fact that we are as yet in the process of building up an adequate stock of statistical information about the country.<sup>16</sup>

The complexity and difficulty facing the country is understandable if viewed from the legacy handed over by the imperial British Government. The nature of the transitional process which is considered here takes its start from the end of colonial rule.

Since 1951, the Government of Ghana has drawn up two development plans and a Consolidation Plan--the First and Second Five-Year Development Plans (1951-1956 and 1959-1964) and a Consolidation Plan which bridged the two year gap between those two Plans from 1957 till 1959.

Under these previous Plans, the main talk was to prepare the way for the modernization and industrialisation of Ghana, and the Government's achievements in this respect have been very impressive. Ghana has one of the highest living standards in Africa at present. Her network of roads is one of the most modern. Large extensions to the supply of water and to the telecommunications network have been constructed and further extensions are even now under construction. Above all, in the sphere of physical services, the great Volta River Project is now more than halfway completed. When it starts operating, Ghana will be one of the few developing countries with more electricity than it can immediately consume.<sup>17</sup>

After making a brief historical analysis of the economic development in Ghana the same writers came to these conclusions:

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<sup>16</sup>The Government of Ghana, Seven-Year Development Plan 1962/4-1969/70 (Accra: Government Printing Department, 1964), p. vii.

<sup>17</sup>The Embassy of Ghana, Ghana News (Washington, D. C., April, 1964), p. 1. A summary of Seven-Year Development prepared especially for Ghana students in United States and Canada.

However, under the previous Plans the concern had only been with the Government's own development projects. The contribution of individual Ghanaian and foreign investors to national development was not considered in detail. Neither were the development activities of the Government viewed in the light of their effects on the national economy as a whole. This partial approach to planning has been found inadequate. Especially, it is impossible to plan realistically without trying to assess the overall development of the economy as it will affect, and be affected by, the development plan.<sup>18</sup>

From the foregoing observations, it can be assumed that not only was the implementing machinery in a state of flux, but that the concept of planning itself was in a similar condition--hence the need for a new Seven-Year Plan 1963/64-1969/70. The spirit of this plan is best summed up by President Kwame Nkrumah<sup>19</sup> in the following manner:

The Seven-Year Development Plan provides the blueprint for the future progress and development of Ghana as a nation. It is a programme of social and economic development based on the use of science and technology to revolutionise our agriculture and industry.

: . . . . .

[The Seven-Year Development Plan] is therefore the first really integrated and comprehensive economic plan ever drawn up for Ghana's development after a thorough examination of the country's needs and resources. It embodies a long view of the path which should lead to a self-sustaining economy, based on socialist production and distribution, an economy balanced between industry and agriculture, providing a sufficiency of food for the people and supporting secondary industries based on the products of our agriculture.<sup>20</sup>

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<sup>18</sup> Ibid.

<sup>19</sup> Kwame Nkrumah, Chief of State and Head of Government since 1951; elected 1960 for his first Presidential term by universal adult suffrage.

<sup>20</sup> Op. cit., p. 2.

## CHAPTER II

### RESEARCH CONSIDERATION AND PROCEDURE

It is one thing for a nation characterized by heterogenous tribal pattern, customs and economic activity to be moved towards change by the introduction of modern economic developments which set in motion new trends. It is quite a different thing for such a nation to achieve a working modern system which offers a wide range of problems for location of economic activity, hence for the distribution of population, and for regional and community structure. In the past, the world changed slowly; nowadays it changes before one's very eyes. Perhaps it is changing more rapidly now than ever before.

The First and Second Five-Year Development Plans in Ghana, in fact, laid the foundations for industrialization and modernization. "The Government achievement in this respect has been impressive."<sup>21</sup> However, the desire to make Accra<sup>22</sup> or the other major towns a "showcase" for the country, a symbol of progress may have very ironic results. "From the viewpoint of developing society, economic change appears often to be the central features of modernization."<sup>23</sup>

It is a common complaint in underdeveloped countries that, because development plans are made in the central city, resources

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<sup>21</sup>The Embassy of Ghana, Ghana News (Washington, D. C., April, 1964), p. 1.

<sup>22</sup>Accra; Capital and administrative seat of Ghana. Population: 400,000.

<sup>23</sup>Max F. Millikan and Donald L. M. Blackmer, Eds., The Emerging Nations: Their Growth and United States Policy (Boston: Little, Brown and Company, 1961), p. 43.

tend to be conceived on works sited in the capital, or on a few projects that "look good" from the capital. Thus, the road programme will provide for a few elegant highways, instead of concentrating on creating a multitude of farm-to-market roads which cannot be demonstrated spectacularly to tourists. Or vast resources will be poured into controlling a single river, where, the same money would yield much more if spent on multitude of wells and small streams.<sup>24</sup>

According to the Indian city engineer who wrote regretfully to Patrick Geddes: "As both water and drainage schemes are in contemplation, the city must deny itself the luxury for town planning."<sup>25</sup> In Ghana, it is in these towns and cities where economic development has been sparked, where large amounts of the nation's money have been focused that problems of regional and community planning appear to be most critical. For by mere encouragement of over-concentration of economic development, the most wasteful land speculation, slums, human misery and traffic problems may result. The devastated regions and haphazard growth of cities bear witness to such developments in the early stages of industrial revolution in Europe and America. However, today knowledge and resources exist to avoid unplanned and uncontrolled developments and settlements of a hundred years ago. Any attempt to avoid these evils necessarily involves "planning."

## I. THE PROBLEM

The needs and requirements in Ghana have evidently led to new

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<sup>24</sup>United Nations. Department of Social Affairs, Measures for Economic Development of Underdeveloped Countries. ST/ECA/10 (New York, 1951), p. 55.

<sup>25</sup>J. Tyrwhitt, Ed., Patrick Geddes in India (London: Lund Humphries, 1947), p. 34.

technical problems and technical innovations have given birth to regional and community problems. The problem in this thesis is (1) to study the role of regional and community planning in the economic development in Ghana, and (2) to show how this can provide the essential elements of economic, social and physical planning at central, regional and community levels. That is, while great attention is being given to economic development not enough is being done to working out a process of co-ordination with regional and community planning. Simultaneous co-ordination of this kind is, indeed, needed in economic development in Ghana.

Assumption. The initial assumption is that the government cannot afford to cross bridges as it comes to them--rather it must anticipate the needs of the future and plan for them today. It may be assumed as to whether it is appropriate for the government to concentrate economic developments on favoring area most likely to develop rapidly and thereby reap a quicker and larger return, or whether to establish the rural areas as a base for the development of the country as a whole. These, no doubt, introduce other problems of a balance between urban as against rural development, agriculture versus industry, social versus economic gains. R. I. Crane describes this as follows:

As in most underdeveloped nations, vast rural hinterlands are relatively untouched by those important tendencies of national economic growth that would facilitate the wide distribution of industries. Hence the few existing great cities, with their social equipment for support of industrial functions (transport, communications, mechanical power sources, etc.) attract the bulk of new enterprise and continue as the only centres of modern production.<sup>26</sup>

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<sup>26</sup>R. I. Crane, *Urbanism in India*, American Journal of Sociology (Chicago: March, 1955), p. 463.



Decisions on such matters are not easy to make. Nowadays the government is, perhaps, able to see these things in better perspective, and is able to formulate economic development policy in relation to desired rates of growth in the cities, towns and rural areas. However, it must be recognized that economic development programs in Ghana have, as yet, many defects. These programs have not been systematically worked out, consequently they suffer from many of the weaknesses of new ideas, and even when based on sound strategic principles, they have often not employed tactics which enable them to become implemented to achieve the anticipated goals.

Proposition. Despite these defects, it must, however, be emphasized that economic development is a necessary tool when dealing with the problems of regional and community planning. It must also be mentioned that although economic planning must have first priority, no economic development can be properly effective unless there is adequate provision for basic public services and land use decisions. Having accepted this proposition, it may well be stated whether this should be a tool in the hands of the physical planner or whether a structure for planning and development on regional and community level is necessary to translate economic policy into action programs. In the words of H. M. Wright, Professor of Civic Design, University of Liverpool:

The trouble about speculation of this kind by a town planner is that he is in the place of the cart speculating about the intentions of the horse and its driver. Broadly, land use and development--including redevelopment--are and must be determined by economic demands. When these demands make themselves felt in any region, we try--mostly through planning authorities--



to contrive an economic, convenient and orderly way of supplying them.<sup>27</sup>

What this means is that decisions of the use of land inside the village, town and the city--which undoubtedly is what the physical planner is concerned--should be taken in accordance with decisions of economic development. Here, then, is the role of regional and community planning in economic development! Obviously, physical planning impinges on economic development.

What this paper asks is how far can the development plans assist regional and community planning in Ghana. If they do not do so effectively in their present form, what possible revisions are there for the government to make? And, finally, in whatever form they are presented, can they assist towards the achievement of desired ends of physical planning programs directing such development and growth? These, no doubt, introduce a new scale of thinking, in which the strategy of physical development is dealt with comprehensively on a national and regional scale, and on these bases the plans for the future extension of the community are considered for proper distribution of functions within the community and the encouragement of a fruitful and harmonious juxtaposition among the functions.

In order for comprehensive planning to become successful in Ghana, economic development programs need to become much more concrete, much more closely bound to the regional landscape. The regional and community approach to economic development is needed to arrive at the proper

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<sup>27</sup> H. Myles Wright, "National and Regional Planning," Town Planning Institute (Town and Country Planning Summer School: University of Nottingham, 1962), p. 25.

solution because the related area of problems in the country extend over a wide range of space beyond a particular town. They have to put forward specific measures for specific communities and regions to demonstrate how all will become linked up with the national targets. In going back to the original proposition, it is probably safe to say that a policy of economic development which makes no reference to the region, the communities and the remote rural areas surrounding it is, indeed, self-defeating: for in doing so, the balance in the village, the town, the city is disturbed.

Hypothesis. The over-all hypothesis sought to be verified in this study is (1) that the broad economic development as envisaged by the Ghana government may sometimes be unrelated to the potentials of physical plans devised quite apart from economic or social policy and (2) that the role of, or a structure for planning at the regional and community level in Ghana is necessary to translate the economic goals into definite programs.

Thus it is the purpose of this study to suggest that the physical pattern of economic activity and other patterns of urbanization developed along economic and social overheads and the forces that shape land use, are worth far more serious and systematic attention than have yet been conceived in Ghana. While great attention is being focused on economic development, there has seldom been a comprehensive effort to view the combined or the corresponding physical changes in the regions and communities. The study will show how best to develop the region and the communities, what functions do the regions and the communities perform in economic development and how to make them function most efficiently in economic development. There seems no reason why the preparation of regional and community planning should not follow the

usual techniques of survey, ascertainment of needs and the translation of these into land use requirements for transportation, communication and power, for housing, redevelopment and other regional and community facilities.

Importance of the Study. The hypothesis suggests that a distinction on both approach and impact exists between regional-community planning and economic development. While economic development is more localized at present in the major cities in Ghana, regional and community planning may serve a much broader purpose to include the village, town and city and become more actively creative. That is rural planning will lead to town planning, to regional development and consequently to the overall planning of land use on a nation-wide scale. However in all these steps governmental supervision is also necessary to ensure that wide scope and broad geographic coverage are included. The basic weakness of economic development plans is that they frequently set forth, often in glowing terms, the desired end result even when failing to show how the desired results might be made a reality. In essence, some plans treat "what is" and "what ought to be," but fail to treat adequately how "what is" can be effected, or improved upon. Such plans, undoubtedly, are open to possible criticism as being "long" on promises but "short" on implementation. Peter T. Bauer puts this briefly, "Proposition of positive economies refer to what is, those of formative economies to what ought to be, and those of the art of political economy to the means of

obtaining specific results."<sup>28</sup> Since it is improvement which is desired in the Seven-Year Development Plan, it is implementation--meaningful provisions relating to what is to be done, how, and by whom--that really counts.

If regional and community planning are very cogent factors in economic development, as this paper holds and so much current opinion seems to suggest, then the question of planning it more realistically and rationally is likely to receive much greater attention in Ghana than hitherto envisaged in the past. However, it will be necessary to bring together the various governmental interest--central, regional and local--to plan comprehensively. There should be a complete integration in the planning process between physical planning and socio-economic sectors from the earliest stage and at the central government level.

The debate of government versus private planning is rather academic in the initial stages of planning programs in Ghana. Both are needed and the government with its capital investments must lead the way. In most developing countries "the strategic public investment decisions are made by the central government officials."<sup>29</sup> It must be emphasized here that in Ghana, the people look to the central government for leadership in economic and physical development which they hope would substantiate their political independence and provide the socio-economic security.

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<sup>28</sup>Peter T. Bauer, Economic Analysis and Policy in Underdeveloped Countries (North Carolina: Duke University Press, 1957), p. 6.

<sup>29</sup>Lloyd Rodwin, Linking Economic Development and Urban Policy in Developing Areas (U. N. Working Paper No. 18, E/CN.11/RP/L.25, July 7, 1958), p. 10.

The Constitution of Ghana sanctions, even explicitly provides for active governmental leadership in socio-economic and physical development. This is clearly expressed in the objective of the Seven-Year-Development Plan:

The ultimate objective of the Plan "is to build in Ghana a Socialist State which accepts full responsibility for providing the well-being of the masses. Our national wealth must be built up and used in such a way that economic power shall not be allowed to exploit the worker in town or village, but be used for the supreme welfare and happiness of our people. The people through the State, should have an effective share in the economy of the country and an effective control over it.<sup>30</sup>

Consequently, the inhibition to utilize the power of the central government in Ghana would result in delay and postponement of planning so vital for the development of the nation. Unlike government in a controlled economy such as in Ghana, where there is relatively high degree of direct control over utilization of resource, government in a free enterprise economy is so situated that its control over its resources must come indirectly through the private sector. Instead of having to suggest how the government should utilize resources, the task of the planner then becomes one of having to suggest how government should proceed in order to induce private persons to utilize resources in desired ways.

This is not the place to compare the merits and achievements or recommend any of these approaches in planning. However, in Ghana there is no strong private financial organizations to assume the onus of responsibility of planning. Hence, private entrepreneurs follow the lead furnished by the government and until such time that the responsibility

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<sup>30</sup>The Embassy of Ghana, op. cit., p. 8.

of planning can be shifted or shared with them. However, in the First and Second Five-Year Development Plans, the government did not assess the prospect of "comprehensive planning" as a tool in fulfilling its leadership.

The contribution of individual Ghanaian and foreign investors to national development was not considered in detail....This partial approach to planning has been found inadequate. Especially, it is impossible to plan realistically without trying to assess the overall development of the economy as it will affect and be affected by, the development plan.<sup>31</sup>

Thus, it can be concluded that the need for planning in Ghana is well established but the machinery for the implementation still remains in "a state of flux." Although the villages, towns, and cities differ in area and in population, they are all related to one community and to one region as a whole when viewed through the organic concept. Individually none of them can depart from regional or community planning. This is best summed up in the words of Mr. E. K. Bensah, Minister of Works and Housing: "Our village, town and cities, as a human settlement, can be regarded as human organs and as such must grow to meet changes and new challenges."<sup>32</sup>

Most of the evidences developed earlier in this paper, although admittedly random and inconclusive, however, tend to support the basic premises. Economic development although a powerful tool, needs to be related to anticipated social or public services within the framework of physical plans for the region and the community. Such planning must be intermeshed with the physical planning of geographical areas to avoid

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<sup>31</sup>Ibid., p. 2.

<sup>32</sup>Ibid., p. 1.

thwarting the objectives of larger plans. The argument was quite clear; the village, town and city are one "organ" and are linked in bonds of association which are only ignored at peril. Brian J. L. Berry, the University of Chicago professor writes: "The growth of a more highly urbanized society accompanies regional economic development, but cities may actively foster or hinder economic expansion."<sup>33</sup> However, village planning requires urban planning as well as industrial and market centers to provide the economic bridge between agriculture production and the distant regional capitals, and also to act as a purveyor to the remote areas. Here then is the role; the link which is missing! A bridge is needed!! And already there are hopeful signs in the spirit of the Seven-Year Development Plan to push for better role or linkage and more definite evaluation of economic development and regional and community planning. "The Seven-Year Development Plan provides the blueprint for the future progress and development of Ghana as a nation."<sup>34</sup> It must be stated that blueprints are meaningless fantasies unless manned by trained planners and administrators to translate programs and policies into accomplishments and deeds.

If these assumptions are correct, then research consideration and methodology should be concerned with economic development to shape or assist regional and community structures. All these are matters of importance to a finally satisfactory solution. However, an approach that

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<sup>33</sup>Brian J. L. Berry, "Urban Growth and the Economic Development of Ashanti," Urban System and Economic Development, F. R. Pitts, ed. (Eugene: University of Oregon, 1962), p. 53.

<sup>34</sup>The Embassy of Ghana, op. cit., p. 1.



has great possibilities exists in the planning of urban-rural areas through economic development plus the resources designed to serve human needs and aspirations; and that a settlement is considered good in so far as it does serve these aims well. Thus, this role of the region and the community in economic development in Ghana warrants much more careful exploration than hitherto been envisaged.

## II. PROCEDURES IN THIS STUDY

Planning can be regarded as an appropriate function at three levels: national, regional and local. It is therefore the purpose of this paper to establish three levels of planning and to demonstrate how development programs can assist them.

1. Economic Development. This is an essential part of the national planning, but here efforts will be made to indicate what should be the form and content of the plans which will assist regional and community planning.

National Planning. The successful application of regional and the master plans for development is assured by taking their main provisions into account in long-term national fiscal and economic plans.

2. Regional Planning. Regional planning in the sense which it has been used is "an extension of town planning"<sup>35</sup> to cover the geographical regions in the country. The regions could

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<sup>35</sup>Robert E. Dickinson, City Region and Regionalism (London: Routledge and Kegan Paul Ltd., 1947), p. 1.



provide basic information through survey and research for the national planning and also at the local level.

3. Community Planning. This refers also to Local Planning. It is concerned with the detailed control of land use and building and communication in the rural and urban areas.

Lastly, it is the purpose of this paper to attempt and demonstrate a planning method for a new community and how national economic development plans, taken in conjunction with regional plans and master plan of urban development can form a basis for community planning. Some considerations will also be given to the re-planning of built up areas.

The chief sources of data used in this study were the publications and documents of the United Nations which are based on its regional economic commissions and specialized agencies in the field of housing, building and planning. These publications and documents are:

1. The United Nations series ST/SOA....; E/CN.5....; E/CN.6....
2. Conferences on expert groups for Economic Commission for Asia and the Far East (ECAFE); Economic Commission for Latin America (ECLA); Economic Commission for Africa (ECA).
3. Technical Assistance experts' report with special emphasis on reports on Ghana: Report on Housing in the Gold Coast TAA/GOC/1; TAA/GOC/1 Add. 1; Housing in Ghana ST/TAA/K/Ghana/1.
4. Training for Town and Country Planning ST/SOA/SER C/11 based on the International Seminar held in March 1956 in Puerto Rico.

In all the publications and documents examined it was revealed that

while great efforts are being made throughout the world to accelerate economic development, millions of people in the underdeveloped world continue to be exposed to slums, to the worst physical and social hazard. "Industrialization, urbanization, community development, housing and regional planning are therefore among the current problems of economic and social development with which the United Nations and the specialized agencies are deeply concerned."<sup>36</sup>

It was necessary to utilize other sources of data, since the publications and documents of the United Nations did not give sufficiently complete information on the backgrounds under study or on the particular region and more specifically in Ghana. Such sources included Ghana's First and Second Five-Year Development Plans, Consolidation Plan (1957-1959); Seven-Year Development Plan<sup>37</sup> and Ghana News.

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<sup>36</sup>United Nations, Department of Economic and Social Affairs, Training for Town and Country Planning (New York, 1956), p. 3.

<sup>37</sup>The Ghana Government, Seven-Year Plan for National Reconstruction and Development (Accra: Government Printing Department, March, 1964).

## CHAPTER III

### FORMULATION OF CONCEPTS AND DEFINITIONS

The privilege of using words as one wishes to use them involves a corresponding obligation to make clear to the reader what use one makes of crucial terms. The crucial terms which occur frequently throughout this discussion are "regional planning," "community planning," and "economic development and planning." In this chapter, an attempt will be made to examine the writings of leading authorities and scholars on these subjects and from their work throw some light on the topic for this paper. But first, it will be necessary to examine the spatial structure of the regions and communities in relation to the nation as a whole.

#### I. REGIONAL AND COMMUNITY STRUCTURE

In establishing a basis for regional-community structure, it is hoped that the creations of the rural as well as urban, village as well as the city may contribute towards a balanced regional and community planning. The rural and urban areas must interact with the city, town and villages to provide the economic linkage between agriculture and the distant regional capitals. In the words of James H. Stine of Oklahoma State University, the city, town and villages as they become specialized it becomes necessary for interaction to occur between complementary regions. He says:

This interaction of specialized rural areas also gives rise to the cities since, by channelling commodities through nodal points, transportation economies may be realized. Central places develop, then, partly as specialized regions complementary

to the surrounding hinterlands, and partly as nodal connections between a number of hinterlands.<sup>38</sup>

The type of regional concept which the planner is concerned lies in "the nodal region" which is "homogeneous with respect to internal structure or organization."<sup>39</sup> The organization referred to here includes a focus to which the surrounding area is oriented. The city for instance may exert powerful influences on the social and economic structure of the region around it. These influences may be expressed in the types of rural land use and farm economy, in the nature of land uses in the social and economic structure of the villages and towns affected. Whether or not such central places exist in Ghana and which city, town or village among several tends to predominate above others may be ascertained by the application to concrete theory of urban hierarchy devised by Walter Christaller in his study of South Germany.<sup>40</sup> The essence of the theory is that a certain amount of productive land supports an urban center. The center exists because essential services must be performed for the surrounding land. The smallest seats of centralization are the urban villages and the market towns. Towns of higher orders contain all these services together with those which are more centralized and characteristic of each grade. Each center exists on clearly defined level. Christaller

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<sup>38</sup>James H. Stine, "Temporal Aspects of Tertiary Production Elements in Korea," Urban System and Economic Development, F. R. Pitts, ed. (Eugene: University of Oregon, 1962), p. 69.

<sup>39</sup>D. Whittlesey, "The Regional Concept and the Regional Method," American Geography: Inventory and Prospect, P. E. James and C. F. Jones, eds. (Syracuse: The University Press, 1954), p. 37.

<sup>40</sup>Walter Christaller, Die zentralen Orte in Suiddeutschland (Jen., 1933).

said that the simplest geometric pattern that would resolve the overlap of three or more tangent circles was the hexagon (see Fig. 1). The validity of Christaller's rigid geometrical pattern of central places has been variously questioned.<sup>41</sup> Its main influence, however, was to provide a new perspective on regional structure. It must be added here that this locational pattern as applied to land may divert only when there is a marked change in physical conditions such as range of hills, rivers, etc.

The purpose of this paragraph is to render the concept of spatial structure and to consider analytical explanation of the form and pattern in terms of which the structure is described. It has long been a familiar judgment that Ghana is an agricultural country. Consequently, the analysis of the settlements described here will be based on agricultural economy which leads to a pattern of the location and sizes of settlement in the country.

## II. FORMATION OF COMMUNITIES AND REGIONS WITHIN NATIONAL ECONOMIC DEVELOPMENT

1. The Community. The scale of the community, according to McKenzie extends out from the city into the hinterland with the resultant integration of formerly independent parts into a kind of super-community which "...has been the communal unit of local relations throughout the

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<sup>41</sup>John E. Brush, "The Urban Hierarchy in Europe," Geographical Review XLIII (New York, July, 1953), p. 414.

## FUNDAMENTAL COMMUNITY

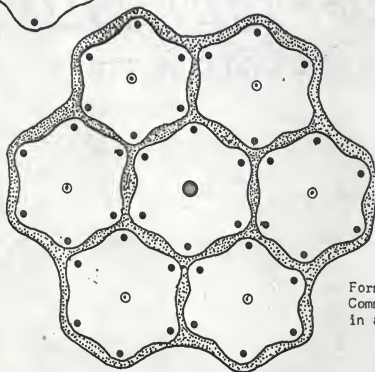
Hexagonal  
PatternHexagonal  
Fundamental  
CommunityFormation of  
Communities  
in a Region

FIGURE 1

entire nation."<sup>42</sup> The smaller centers develop in the interstices left by the bigger centers which have come into existence first (see Fig. 2b).

(a). The Village. (Class V-type. See Fig. 2a). Each of the hexagons in this fundamental pattern represents the area of land farmed from a single village whose economic function consists of consuming. Planning function as such will be rural planning for the preservation of agricultural lands.

(b). The Town. (Class T-type. See Fig. 2a). Here every six hexagons surround a seventh which contains a town. The inhabitants of this town in addition to farming in the area surrounding it are engaged in the services and economic activities for all the seven units. The main economic function is retailing, and wholesaling in the case of larger towns. Town and country planning may play an important part for land use development.

(c). The City. (Class C-type. See Fig. 2a). Six of the constellations that encircle the seventh contains at its center a larger community, usually of city status. This pattern can be theoretically extended almost to the extent desired. The term "city" is broadly used here than is customary in Ghana so that schools, colleges, doctor's offices, law offices, police stations will be included in the list in addition to private non-farm business run for profit. Small cities may engage in wholesaling. The economic function of the larger cities may be keyed by trans-shipment and exchange. At this third level, local planning is concerned with the detailed control of land use and

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<sup>42</sup>R. D. McKenzie, The Metropolitan Community (New York: McGraw-Hill Book Co., 1933), p. 7.



# NATIONAL & REGIONAL PATTERN

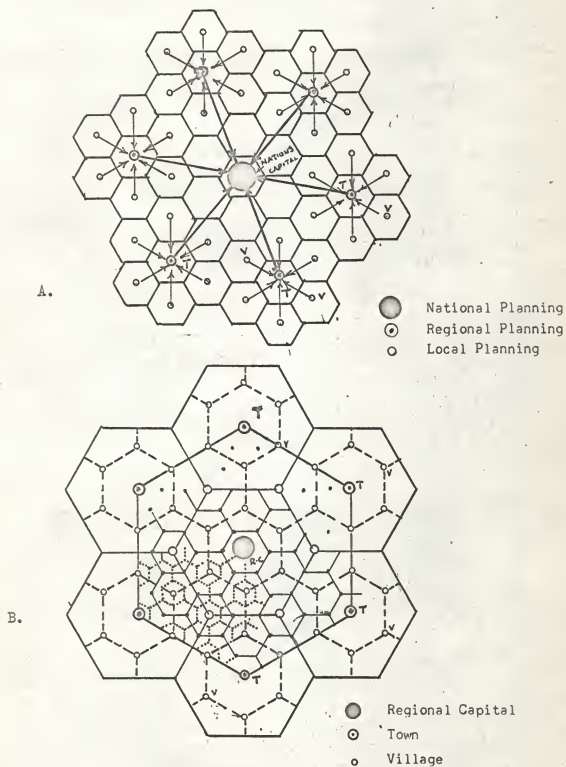


FIGURE 2



communications with rural and urban areas.

2. The Region. The distinguishing feature of a region as defined by D. Whittlesey is "an area of any size throughout which accordant areal relationships between phenomena exist."<sup>43</sup> Thus, for the purpose of planning, the region should be a convenient device to reflect community relations to which planning is directed.

The combination of the communities (Class V, T, C types, see Fig. 2a) may form the region. Theoretically the regional center (R.C.) should be surrounded by six equal hexagonal areas (see Fig. 2b). The city may serve both functions as a city and a regional capital. The regions referred to in Ghana (see administrative map 3) will be the following: Upper region; Northern region; Brong Ahafo region; Ashanti region; Western region; Central region; Eastern region; and Volta region. These regions contain a set of economic relationships linking together the cities, towns and villages to the nation as a whole. They are areas of physical and natural resources in the broadest sense and serve as political and administrative establishments--hence, may exercise controlling functions for their respective areas.

3. The Nation. All the eight regions mentioned in (2) combine to form the bases for central planning (see Fig. 3). Economic function will be leadership in economic development. In contrast, the boundaries as set forth in the Fig. 3 may not appear on the administrative map of

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<sup>43</sup>D. Whittlesey, "The Regional Concept and the Regional Method," American Geography: Inventory and Prospect, P. E. James and C. F. Jones, eds. (Syracuse: The University Press, 1954), p. 21.

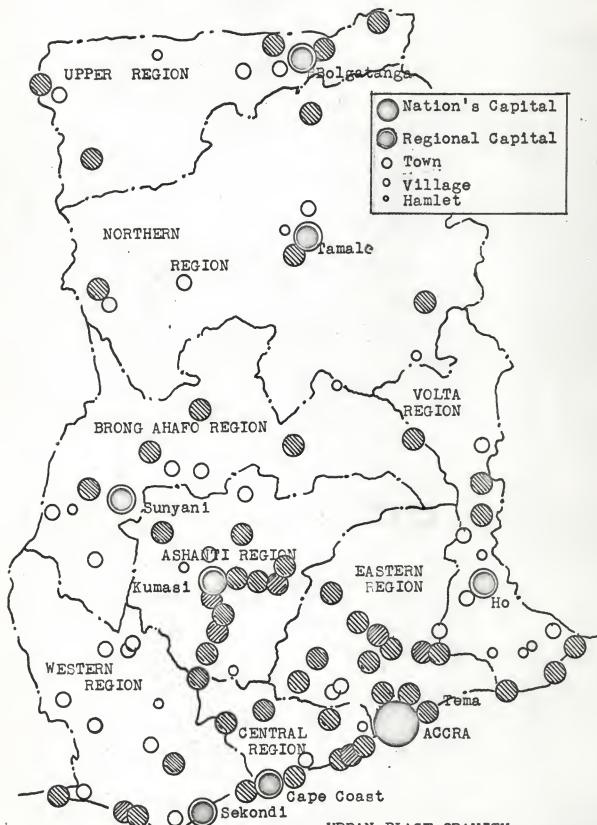


FIGURE 3

URBAN PLACE GRAVITY  
(Based on Urban Services)

Ghana. The concept here is to show the functional relations of central, regional and community planning. The map, Fig. 3, shows the eight regions with their urban place gravitation.

### III. DEFINITIONS OF TERMS USED

Regional Planning. The term "regional planning" has been used loosely to include many different concepts, purposes and methods.

Speaking about "region" as an organic entity, Professor L. Hilberseimer of city planning in Illinois Institute of Technology has this to say:

For we may define a region as an organic entity, an organism in which the whole is related to the parts, as the parts are related to the whole. A region, then, is something which can exist, something which can live and support life. A region is an interrelated part of a country, a natural unit, self-containing by reasons of geographical advantages, natural resources, and soil conditions, natural and man-made transportation routes, developed and used by its population.<sup>44</sup>

A "region" as defined by National Resources Committee is:

A geographical entity as well as an administrative device, [and] a region which may serve economic, social and other needs will coincide closely with activities of human and physical regionalism, for a region which will function effectively cannot be established solely by edict or enactment (without delimiting factors).<sup>45</sup>

The same Committee says, "The region should be a convenient device to keep planning problems and functions within manageable dimensions."<sup>46</sup>

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<sup>44</sup> Ludwig Hilberseimer, The New Regional Pattern (Chicago: Paul Theobald, 1949), p. 89.

<sup>45</sup> National Resources Committee, Regional Factors in National Planning (Washington: U.S. Government Printing Office, 1935), p. 155.

<sup>46</sup> Ibid.

In the United States there is a basic split between "metropolitan" regional planning, limited to urbanized area and "resource" regional planning, which neglects urbanization. This has been documented by Dr. J. R. P. Friedman in his article "The Concept of a Planning Region."<sup>47</sup> Friedman says:

...planning for the city region should proceed along two parallel courses of action: (1) in the direction of developing metropolitan resources with a view to encouraging general economic prosperity; and (2) in the direction of controlling land use so as to create a pleasing, no less than efficient environment for living.<sup>48</sup>

The National Resources Committee in 1935 defined regional planning thus: "Regional planning should in the main confine itself to dealing with the physical resources and equipment out of which socio-economic progress arises."<sup>49</sup>

In studying various regional problems, attention may be focused on production regions, market areas, river valleys or watersheds, individual states, depressed areas, among many others. Frequently, however, the basic concern is the provision of framework for inter-governmental cooperation, to deal with common problems of adjacent states and numerous independent local governments in a metropolitan area.

In his book, "City Region and Regionalism," Robert E. Dickinson, Reader in Geography, University of London states: "The region is defined as a homogeneous social unit by recognizing the space structure that is

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<sup>47</sup> J. R. P. Friedman, "The Concept of Planning Regions," Land Economics Vol. XXXII (February, 1956).

<sup>48</sup> Ibid., p. 10.

<sup>49</sup> The National Resources Committee, op. cit., p. 156.

inherent in society."<sup>50</sup> Robert E. Dickinson goes on to say that for the purposes of town and country planning and local government the region as defined by T. K. Hubbard and H. V. Hubbard is:

An area unified by common economic and social purposes, large enough to permit a reasonable adjustment of necessary activities to subareas and small enough to develop a consciousness of community aims.<sup>51</sup>

All these definitions about region can be broken down into the following aspects.

1. For town and country planning, the region is unified by common economic and social purposes with emphasis on community aims.
2. Town and country is the center of the region, whose functions and limits are best approached by breaking down the number of subareas serving it or that it is serving.
3. For nation-wide planning, it is a geographical entity and administrative device.

The Seminar organized by the United Nations<sup>52</sup> in co-operation with UNESCO and the Government of Japan in Tokyo from 28 July to 8 August, 1958 distinguished the following three types of regions:

- (a) Metropolitan regions which are experiencing problems of urbanization and industrialization;
- (b) Regions of resource development, such as hydroelectric

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<sup>50</sup> Robert E. Dickinson, City Region and Regionalism (London: Routledge and Kegan Paul Ltd., 1947), p. 8.

<sup>51</sup> Ibid.

<sup>52</sup> United Nations, Regional Planning, Housing Building and Planning, No. 12 and 13 (New York, 1959), p. 4.

watersheds; and

- (c) Rural regions in which village improvement programmes are being carried out.

In the words of Dickinson:

Regional planning deals primarily with the physical planning of town and countryside, and the term is generally used in reference to an extension of town planning: indeed, in France it is called Urban Regionalism. It may include the general planning of resources, as in the organization and work of the Tennessee Valley Authority (T.V.A.)<sup>53</sup>

Regional planning in the sense in which it has been used in all these definitions seeks at various levels to cover homogeneous geographical units and resource areas of a particular country, the number of regions depending on the size of the country. In Ghana such regions as mentioned earlier in this chapter are administrative as well as geographical and resource regions.

Community Planning. Community planning relates to city and town planning with emphasis on the physical aspects of the community.

In his book, "The Community in America," Roland L. Warren writes:

It is also employed to denote the whole area of concern for the physical aspect of the communities as these relate to community living pattern ranging from Ebenezer Howard's influential book Garden Cities of Tomorrow and Goodman's *Communitas* to such current studies as the monumental New York Metropolitan Region Study and, in another vein, *The Death and Life of Great American Cities*.<sup>54</sup>

Roland L. Warren gives a second usage of the term by saying:

"Community planning concerns the process of going about achieving certain

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<sup>53</sup>Dickinson, op. cit., p. 1.

<sup>54</sup>Roland L. Warren, The Community in America (Chicago: Rand McNally & Company, 1963), p. 326.

specific objectives of broad community interest."<sup>55</sup>

Dr. O. G. Hoiberg of University of Nebraska defines community planning thus: "Community planning is the systematic application of forethought to the problems of community development."<sup>56</sup>

The key to the summation of these definitions concerns physical aspects, interest and forethought in solving community development. Community development can be described as the efforts of the community to identify its problems and to attempt to establish and reach its goals.

From Webster's New World Dictionary "a community" is defined: "As a group of animals or plants living together in the same environment." But more specifically: "The people living in the same district, city, etc., under the same laws." The discernible elements here are (1) an aggregation of people, (2) a geographical locality, and (3) a common culture which guides social behavior.

In the same dictionary, Webster defines "a plan" thus: "A plan refers to any detailed method, formulated beforehand, for doing or making something."

To put it in another way "a plan" is a method of action, a procedure, a program or a scheme. Thus, Community Planning becomes the process by which the people of a particular place develop a course of action for better living.

In his book, The American Community, Blaine E. Mercer of

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<sup>55</sup> Ibid.

<sup>56</sup> Otto G. Hoiberg, Exploring the Small Community (Lincoln, Nebraska: University of Nebraska Press, 1955), p. 12.



University of Colorado states:

A human community is a functionally related aggregate of people who live in a particular geographic locality at a particular time, share a common culture, are arranged in social structure, and exhibit an awareness of their uniqueness and separate identity as a group.<sup>57</sup>

For the purpose of this paper:

Community planning therefore encompasses urban as well as rural planning, city as well as town and village planning with emphasis on planning for man and his natural and human environments.

Economic Development. No single definition of economic development is entirely satisfactory. There is a tendency to use the term economic development, economic growth interchangeably. However, it is the purpose here to discover, if possible, some distinguishing characteristics which attach to the term "economic development" in such a manner as to justify its usage in this discussion. Economic growth is only a part of the complex social, political, cultural and economic process called "development" or more recently "modernization." According to Eric E. Lampard:

The emphasis which economists usually place on the transfer of capital from advanced to backward areas has given the word "development" a peculiar abstract, mechanical meaning: X inputs will result in Y outputs and so on. A fuller understanding of what is involved in the change is required of all those who are likely to be "developed" in the near future.<sup>58</sup>

Richard W. Lindholm, Dean of school of Business Administration,

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<sup>57</sup> Blaine E. Mercer, The American Community (New York: Random House, 1956), p. 27.

<sup>58</sup> Eric E. Lampard, "The History of Cities in Economically Advanced Countries," Economic Development and Cultural Change, Vol. 3 (New York: Johnson Reprint Corporation, 1954-55), p. 135.



University of Oregon states this: "Economic development, among other things means a movement from farm to the city. This is a major uprooting of the traditional way of life."<sup>59</sup>

According to N. S. Buchanan and H. S. Ellis:

Economic "development means developing the real income potentialities of the underdeveloped areas by means of investment to effect those changes and to augment those productive resources which promise to raise real income per person."<sup>60</sup>

The emphasis here is to identify economic developments with those changes and investments which lift real income per person. The recognized purpose of development is the achievement of progress. These changes must be planned for otherwise the anticipated economic goals may be in jeopardy.

According to C. H. Thompson and H. W. Woodruff:

The economic development of an area means the use of more capital, or more labour, or more natural resources, either more of all or more of any of them, to raise the real incomes per head of inhabitants. In the underdeveloped countries of Africa the emphasis is heavily on the use of more capital; whether social or economic, development involves the direction of resources in the present to uses which will only yield benefits in the future.<sup>61</sup>

Economic Planning. Economic planning as used in most current discussions, involves an explicit or inferential assumption that the state or as in the case in Ghana, the nation is the agency that shall

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<sup>59</sup>Richard W. Lindholm, Urban System and Economic Development, op. cit., p. ii.

<sup>60</sup>Norman S. Buchanan and H. S. Ellis, Approaches to Economic Development (Philadelphia, Pennsylvania: Wm. F. Fell Company, 1955), p. 21.

<sup>61</sup>C. H. Thompson and H. W. Woodruff, Economic Development in Rhodesia and Nyasaland (London: Dobson, 1953), p. 23.

undertake planning; and that planning for the economy includes the utilization of all the resources and manpower within the territorial jurisdiction of the sovereign power. State planning has strongly been defended by Röpke. He says:

The essence of this method of planning is to replace the mechanism of the competitive market by commands from above, and to transfer the all-important decision over the use of the productive forces of the community in the office of a governmental department.<sup>62</sup>

Economic planning, might be undertaken on the basis of the scope of particular decisions over the economic factors. Broadly speaking, however, economic planning involves the elements of choice between alternative means of attaining an objective which has been predetermined. Planning economically therefore is to plan in such a way that the scarce means at one's disposal yields the greatest satisfaction.

The type of economic development and planning this paper is concerned with presupposes the existence of the pre-conditions of growth, and this development is conterminous with process of industrialization. In order to bring this into fruition, however, the government must play an important role, at least in Ghana, to provide capital, the allocation and management of resources.

Amalgamating all these definitions and terms for the purpose of this discussion, it can be said that the purpose of Regional Planning has been economic progress through development of natural resource. The

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<sup>62</sup> Wilhelm Röpke, "Socialism, Planning and the Business Cycle," Journal of Political Economy, Vol. 44 (Chicago: University of Chicago Press, 1936), p. 336.

primary concern of Community Planning is conservation through land use planning and control. Economic Development on the other hand, deals with expansion, allocation and management of resources.

Mention must also be made in connection with this discussion of two closely linked and in fact important aspects of planning: (a) Economic and Social planning and (b) Physical planning.

Economic and Social planning. This involves setting of goals and establishing basic magnitudes to achieve a high total production and corresponding rise in standard of living. Therefore, for the purpose of physical planning, the goals and magnitudes must be spelled out in geographical terms through the use of models for economic activity, to which supporting economic and social overheads can be related.

Physical planning. Starting with these magnitude--the economic base--physical planning involves developing and changing the physical environment in accordance with pre-determined arrangement and designation of available land and resources so as to permit the proposed economic and social development to take place. It also involves analysis of local conditions, establishing minimum land use for different social and cultural functions and inter-area linkage of installations and structures for different forms of economic activities and for the exploitation of natural resources.<sup>63</sup>

The Committee on Housing, Building and Planning has considered that:

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<sup>63</sup>United Nations, Committee on Housing, Building and Planning, A Guide to Urban and Regional Development, E/C.6/17 (New York, 1964), p. 3.

All development projects should be conceived within the framework of national, regional and physical development plans and that this should be a prerequisite for the provision of technical and financial assistance to the developing countries....<sup>64</sup>

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<sup>64</sup>Ibid., p. 6.

## CHAPTER IV

### TECHNIQUES FOR BALANCED PLANNING

The possibilities of a balanced economic development based on regional and community planning has been pointed out. The economic base is the primary concern in regional and community planning. If development of the economic base is unsound and chaotic, the same is true of regional and community planning. Over-crowding and congestion at the beginning of industrial revolution in Europe and North America bears testimony to such a development. It was a period of intensive activity and industry sprawled rapidly over the countryside. Uncontrolled urbanization took place side by side with the growth of industry, and industrial towns soon became large agglomerations devoid of physical planning. Even economic planning aimed at yielding the greatest satisfaction in industrial activity was completely lacking, and industrial growth itself brought in its trail "stubborn" growth of slums in the urban centers.

On the other hand, if economic development brings about a proper distribution of productive forces, making adequate use of natural and economic conditions that prevail in the regions for further improvements of the communities in which people live, these elements, undoubtedly become useful tools for proper regional and community planning. Regional and community planning can then play their proper roles in accordance with the tasks and intentions of national economic development and can further provide suitable conditions for problem solving in a given area. The main objective of such planning is the development of the integrated

geographical, spatial structures of the communities of varying size and the realization of over-all social goals of the nation. The operation of such plans calls for the linkage of policies at the three levels of planning and for specific supervision, decision, and direction of their execution. These involve decisions on factors concerning location, size, growth, allocation of resources, economic and social environments. They include decisions indicating where a village, town or city will be developed or expanded, where a specific industry shall or shall not be sited in the interest of agriculture, or other such uses. At the local level, there must be decisions about land uses, the location of factories, shopping and recreation centers, housing, open spaces and greenbelts, streets and roads.

Decisions and policies in all these matters must be made irrespective of the country's political institutions, whether one party or two party systems, whether socialistic or capitalistic in system.

Whether we choose "Government Managed Economy," "Authoritarian Economy" or even "Red-Tape Economy." As long as we keep, however, to the term "planning," we are at least entitled to demand that it should be strictly reserved to an economic policy which replaces the mechanism of the market by governmental command.<sup>65</sup>

Planning can either be comprehensive or narrowly specialized, democratic or authoritarian. Effective planning involves individual town, city, community, or region and the over-all problem of planning land use and the economy on a nation-wide scale. This further requires:

1. Identification of problems and factors to be decided upon by

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<sup>65</sup>W. Röpke, op. cit., 336.

national, regional and local authorities with adequate and qualified staff.

2. The role of the authorities and their inter-relations.
3. Allocation of funds.

## I. NATIONAL PLANNING

National planning involves the central agency in collaboration with other governmental agencies and public corporations to provide for the desired co-ordination and the necessary balance among various governmental activities which strengthen and develop the country's economic and social aims.

The Central Government. In Ghana national planning is one of the functions of the central government in which the principal instrument of policy is invested with the President. However, the responsibility for planning and administration of national policy rests with the responsible Minister. The decisions of the central government involve economic, fiscal and other matters of national importance: the operation of capital and the encouragement of capital investment and the relation of the country to outside economy. Such decisions also involve the assessment of priorities in government spending and timing of development.

Some Elements of Economic Development in Ghana. The objective of the development plan "is to build Ghana a socialist state which accepts full responsibility for providing the well-being of the masses."<sup>66</sup>

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<sup>66</sup>Embassy of Ghana, loc. cit.



Essentially, this is to provide for fuller employment, and for a greater diversification of the economy in the whole country. Investment in infrastructure and social facilities had been the main elements of the economic development plans in 1951 and 1957. Between 1962-63, the concept of national development had been worked out by an ad hoc committee of twenty-six departmental representatives and experts for the creation of economic and physical plans. They were given a mandate to evaluate all development projects and lay down a system of priorities. During this time the United Nations through its Bureau of Technical Assistance had provided a number of experts to consider policies for economic, social and physical development; to devise a comprehensive framework; develop methods of charting all long-term and short-term physical development projects as an aid to establishing priorities, and to devise an appropriate procedure for implementing national physical planning. Various Ministries of the government were also contracting technical assistance from many foreign countries to undertake basic plans for their respective departments. However, there was a complete lack of co-ordination among the various agencies. In a statement, in 1961, President Kwame Nkrumah said:

Too many governmental and semi-governmental bodies and departments have been concerned in drawing up and executing of plans. Too often the relation of these bodies and departments with each other and with the different sectors of the national economy have been uncoordinated. As a result there has been much wastage of previous funds and limited managerial and technical staff.<sup>67</sup>

According to Lloyd Rodwin, Director of the Center for Urban and

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<sup>67</sup> Statement by Dr. Kwame Nkrumah, Building a Socialist State, April 22, 1961.

Regional Studies, Massachusetts Institute of Technology:

Some of the reasons for neglecting this linkage are understandable enough. Economic planning and urban planning operations have been compartmentized. They are conducted by different trained technicians with different goals, different concepts, different tools.<sup>68</sup>

This has also been emphasized by A. E. S. Alcock, formerly Town Planning Adviser, Ministry of Housing, Ghana:

Planning cannot be applied properly when planning is an activity dispersed among a number of self-sufficient departments or organizations, which, while not usually refusing to co-operate with one another, are fully concerned with their own day-to-day business and therefore have little time for interest in each other's affairs.<sup>69</sup>

In the words of the writers of the most recent Seven Year Development Plan in Ghana, "There has been no previous experience to draw upon and hence the plan had to be left flexible and in important respects, incomplete." In the same breath, the writers arrived at this conclusion:

In order to assist all participating bodies to work out their detailed designs in relation to the national plan, a National Physical Development Plan will be set forth. It will translate the policies of economic and social plans into tangible designs of economic geography, allocation of population, labour force, potential industrial location, urban growth allocations, major transportation corridors, power and water zones and other infrastructure.<sup>70</sup>

Characteristics and Needs of National Planning. The uncertainty

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<sup>68</sup>Lloyd Rodwin, Linking Economic Development and Urban Policy in Developing Areas (U.N. E/CN.11/RP/L.25, 1958), p. 1.

<sup>69</sup>A. E. S. Alcock, "The Application of Regional Planning Techniques to Rural Development Programmes," United Nations Housing, Building and Planning, No. 12 and 13 (New York, 1959), p. 75.

<sup>70</sup>Ghana, Seven-Year Development Plan, loc. cit., p. 292.

of comprehensive planning in Ghana can be analyzed from the point of view of the degree of its "acceptability" and the manner in which planning has been devised. Comprehensive planning is not done on a project or simple contractual basis: continual governmental supervision is necessary to ensure co-ordination among the various agencies. National planning is necessary to ensure a comprehensive view of the problems to be taken without bias in favor of any particular agency or interest.

The question now arises as to whether various planning in Ghana could have been consolidated initially or considered as separate functions? This introduces an approach in which the planning function may be distinguished from development. Planning is a "tool" useful in decision making in order to maximize accepted goals. It is directed to the fulfillment of a plan. A plan is a procedure, a means to a given end. To plan is to act with purpose, in accordance with some positive objective to choose, and choice is the essence of economic activity. "Planning the planning," according to Albert Wasterston, "requires consideration of the kind of planning and the kind of implementation suitable to the country at its stage of development."<sup>71</sup> "Development" involves improvements of schemes.

It is not always possible for a single ministry to undertake the onus of responsibility in development programs. This is inevitable, because much of the work requires knowledge, experience and the use of materials available in other ministries, and duplication is uncalled for. The resource-saving device which exists is to delegate some aspects of

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<sup>71</sup> Albert Wasterston, "Planning the Planning, Under the Alliance for Progress," Development Administration (New York: Syracuse Press, 1963), p. 148.

development functions to the planning department, and to develop co-ordination where several departments are involved. The present need in Ghana is a link, a bridge to integrate all planning studies in the field of economics, social science, and public administration. This provides the "skeleton" on which regional and local authorities can build their plans. In the evolution of such integrated socio-economic and physical development, regional and community planning must play their respective roles to bring about over-all development for the country.

The Government's Role in Planning. Central planning aims at maximizing the rate of growth of total national economy over a certain planning period. However, the emphasis here is the role of official policies of the central planning agency in collaboration with other governmental agencies for the distribution of industries, the acquisition of land in order to guide urban growth. The government should establish a permanent central authority for compiling and collating information from the national point of view and to provide advice and guidance to planning authorities. The functions of such a central planning authority (in addition to the preparation of guide-lines for national physical development) also include the following:

1. Determination of the regions for projection of national goals on a regional basis, and co-ordination of regional plans within the national framework of physical development.
2. Encouraging and influencing location of industry, and the protection and development of agriculture and natural resources.

3. The natural transportation and communications network.
4. Population projection, patterns and functions of settlements.
5. Formulation of legislation and implementation devices for community and regional planning.

## II. REGIONAL PLANNING AND DEVELOPMENT

Regional planning in its fullest sense presupposes a planned economy at the national level with complete control of the exploitation of natural resources and land use for showing in greater detail the major public facilities like highways, river basins, watersheds, new farm settlements, metropolitan expansion, production regions, and many such factors of regional scale. It may be officially adopted as a basis for regional administration of development program.

The Regional Government. Regional administration in Ghana consists of outstationed civil servants under the Regional Commissioner in the respective regions. They are the direct agents of the central government and serve the purposes of the central government. Their powers on decision of policy are delegated to them by their respective Ministries in Accra. They exercise authority at the intermediate level over a variety of functions for local governments.

Some Elements of Regional Planning in Ghana. A great impetus was given to regional planning in 1955 when studies were made for harnessing the Volta River for hydroelectric power and for alteration of land transportation and potentials of lake transportation. The eight regions of the country were already performing designs, services, and

review for a number of localities which had taken up planning. Physical planning was intermeshed with regional and local physical planning under the Ministry of Communications and Works. Policy for physical development favored distribution of economic activity into economically active centers where development of secondary processing could be realized at the least overhead cost of infrastructure. But policy, as distinct from plan, seemed mainly directed by the government of Ghana towards the establishment of industries in the large regional capitals. An example is the frequent tacit assumption that great regional capitals are a proof of national economic progress and the necessary seedbeds for further achievements. Already the broad economic developments and physical plans have influenced the scope of migratory movements from traditional rural hinterlands and resulted in structural reorganization for much higher capacities. That the outcome is a threat is certain. Mushroom settlements of huts and shacks have grown, and continue to grow on the borders of the industrial towns. The human misery and suffering which frequently accompany the growth of industry in the big cities are in evidence in Ghana. The spectacular large-scale river basin development projects envisaged by the government of Ghana opened up vast areas for resettlement. According to the Volta River Authority:

The formation of Lake Volta makes the Volta Project Resettlement Programme one of the greatest assignments for ensuring the safety and care of the 80,000 riverine communities from over 600 towns and villages which would have to be resettled in 52 new townships.<sup>72</sup>

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<sup>72</sup>Embassy of Ghana, Ghana News (Washington, D. C., March, 1964), p. 5.

Undoubtedly, this will encompass the neighboring villages, towns and farms. They will be wiped out completely; cherished traditions and institutions will be lost; removal will contain many elements of possible disruption and orientation. Yet the "show must go on" for supreme national interest. And those affected are preparing to make the sacrifice. A resettlement of this type raises many economic, social, physical and cultural problems which must be viewed from the basis of national policy and regional planning. National policy must be interpreted in regional terms for the establishment of new settlements and townships, relocation of population, rational use of land, planning new communication systems and new industries. Thus, the physical interpretation of the national policy--the actual use and development of land, resettlement on regional basis--is commonly termed regional planning. If the hypothesis advanced in this study is valid, then regional and community planning must play important roles in the economic development in Ghana. Its potentiality for desirably effecting and directing socio-economic change, controlling urbanization, and promoting balanced urban and rural growth must be fully realized in Ghana.

Characteristics and Needs of Regional Planning. Although the role of regional planning in terms of locational policy for distribution of industry, resettlement of population, and land development, is by no means fully recognized at present in Ghana, various trends have led in that direction. Within a country there are always economically "active" centers surrounded by economically more "passive" areas in respect to technology, human resources, and levels of living. Once these differences



are identified, regional planning can bring mutual benefit to both but especially to the formerly passive areas by means of links such as transportation and utilities. The future of regional planning in Ghana hinges on the assessment and integration of the economic potentialities and technological resources of all the eight regions. On the basis of such assessment and evaluation, factors can be related to one another within a framework of physical planning for a given area. This type of planning offers a suitable focus for viewing and guiding the physical pattern of industrialization and urbanization desired in Ghana. Regional planning must provide the bridge necessary for national policy and the translation of this policy in terms of community planning. In a statement from an address delivered by Mr. Ernest Weissmann, Assistant Director of the United Nations Bureau of Social Affairs, Housing, Building and Planning, great stress was made on the following:

From the development point of view, the region, in fact, is the link between the local community and the nation. A regional setting permits an easier identification of national goals in terms of local action.<sup>73</sup>

Development is a continuous process. It touches all aspects of community life and must be viewed comprehensively within the framework of regional planning to translate the national objectives into action programs.

The Role of Regional Planning and Development Plans in Ghana. The Seven Year Development Plan recognizes that a relatively adequate

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<sup>73</sup>Ernest Weissmann, "Significance of Planning in Economic and Social Development," Training for Town and Country Planning, United Nations Housing, Building and Planning, No. 11 (New York, 1957), p. 5.

infrastructure now exists and can accommodate much more industry. This then raises the problem proposed earlier, as to whether the government policy would be concentrated on the more favorably active areas so as to secure a quicker and much larger return, or whether the policy would be to develop the country as a whole, with greater attention to the rural and backward areas? Regional planning as a guide for urbanization and industrialization has great potential for translating the least economic gains into better standards of living and, at the same time, serves to distribute equitably such gains on national scale. ,

To make this effective, it is necessary, first to make analytical presentation of economic and social development programs of a given area through survey and research. This would include survey of population trends and distribution of industries and factories. Studies and research will have to be made on geology, topography and rainfall. It is important that highways, building of bridges, traffic and communication must receive attention. Provisions must be made for public health, sanitation, education, marketing, employment and labor, major housing schemes, regional parks and green belts.

Second in importance is the need to provide a suitable timing and workable physical arrangement to relate all the projects envisaged in these projects. Graphical analysis on an economic and a social basis will lead to the emergence of physical plans for the development of the regions and provide essential information for national planning.

Thirdly, analysis, survey and research can be presented in pictorial or graphic form as seen by the day-to-day public rather than as seen by the eye of the planner. This is important if it is to receive

public acceptance. Such an interpretation of the regional plan in a physical pattern would simplify planning problems of individual government departments and thus provide the framework for local governments.

Regional development agencies can be established for the purpose of:

1. Gathering, recording and classifying information for national and local planning.
2. Co-ordinating, integrating and executing projects initiated by both national and local governments in those areas such as location of industry, health and education, resource region, transport and many others in which problems overflow local boundaries.

Joint Authority. In most cases independent authority may be established--a prototype is the Volta Basin Authority in Ghana and the Tennessee Valley Authority in the United States of America--to provide the framework for inter-governmental co-operation to deal with common problems of adjacent regions or of numerous independent local governments in a metropolitan area. This has worked well in the United States where permissive legislation empowers planning commissions to make a unified studies and plans for the physical, social and economic development of an area or region. Under the provisions of G. S. 1961 Supplement 12-716, 12-717 of Kansas law:

Any two or more cities or counties or other political subdivisions having adjoining planning jurisdictions, or any county and city or cities within or adjacent to the county, may jointly co-operate in the exercise and performance of planning powers, duties and functions as provided by State law for cities and

counties.

. . . . .

The general purpose of a metropolitan or regional planning commission shall be to make those studies and plans for the development of the metropolitan area or region that will guide the unified development of the area, that will eliminate planning duplication and promote economy and efficiency in the co-ordinated development of the area and the general welfare and prosperity of its people.<sup>74</sup>

The main elements of the provisions are:

1. To discourage duplication and conflicts of efforts.
2. To pull together physical and financial resources from the various areas.
3. Ability to hire training personnel for solving problems.

### III. COMMUNITY PLANNING AND DEVELOPMENT

Community planning denotes community activity in terms of "city planning," "town" and "village" planning. It touches the life of everyone in the community and, if it fulfills its proper function in local government administration, it can be looked upon as a sounding board or as a trial balloon for co-ordinating community interest.

Local Government. The purpose of local government is to enable local communities to participate in the management of their own affairs. In Ghana, the elected councils are responsible for local government in their respective cities and towns. The council is headed by Local Council Chairman who is responsible to the Regional Commissioner. The

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<sup>74</sup>League of Kansas Municipalities, Planning Tools: Theory, Law, Practice (Kansas; 1962), p. E.

traditional native authorities who exercised unspecific powers which were inherent in them by virtue of native law and custom have recently been replaced by local authorities. These local authorities "are often more progressive than their predecessors and with the greater wealth available today are able to lay out new areas for development and erect markets and other public buildings."<sup>75</sup>

Some Elements of Community Planning in Ghana. Community planning is well established and needs no elucidation. "In the preparation of plans for urban development Gold Coast is far ahead of most other developing countries."<sup>76</sup> Great strides in urban and rural planning is in evidence in the cities and many large towns. Local authorities contemplating planning can receive help from the Central Planning Office of the Town Planning Adviser in Accra. "There is, however, no doubt that an intensification of these efforts and a streamlining of the planning procedure will be necessary if a large scale development programme is to be carried through."<sup>77</sup>

Numerous programs for rural planning had been undertaken to provide economic opportunities in the villages. The most important attempt in rural planning was introduced by Mr. Alasdair C. Sutherland. This was the first school of village planning. The school was run in 1957 as a pilot project at the rural training center in Panfukrom, Ghana. The

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<sup>75</sup>Alcock, loc. cit.

<sup>76</sup>United Nations Technical Assistance Programme, Housing in Ghana, ST/TAA/K/GHANA/1 (New York, 1957), p. 137.

<sup>77</sup>Ibid.

purpose of the school was "to allow people who already have some experience in village problems to acquire sufficient technical skill to be able to help villagers to improve, develop and plan their villages."<sup>78</sup> The project became a testing ground for teaching village planning and community development. Thus far most of the village planning had evolved around community development. The goals include: broadening of rural economic base in order to provide nonfarm employment; stimulating new skills, initiative, capacity for collective action; gradual improvement in technology and productive efficiency of village industry with the aims of keeping in check depopulation in the rural areas. P. Du Sautoy aptly expressed the idea when he said, "Community development in essence, refers at present to a project which affects the village--a genuine closely knit community."<sup>79</sup> There have been self-help projects everywhere in community building, housing, schools, health and sanitation. However, the question of incentives and basic motivation may raise serious issues in the field of planning. So slow to change are these areas, and so pleasant in their changeless and traditional forms that they present the planner with a real dilemma. Already the push to get away from the rural areas to the urban centers has produced chaotic rings of mushroom settlements--"shanty-towns," huddles of shacks and huts. Such untidy settlements are found from time to time at the outskirts and in some cases inside the towns and cities.

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<sup>78</sup>Alasdair C. Sutherland, Report of School on Village Planning (Accra: Ministry of Housing, 1957), p. 1.

<sup>79</sup>Peter Du Sautoy, Community Development in Ghana (London: Oxford University Press, 1958), p. 13.

Characteristics and Needs in Community Planning. In planning for the community, the planner is concerned with the superstructure of scheme as well as with the impact it will have on the society and their reaction to the plan. Community planning as an independent profession draws upon the knowledge and techniques of many related academic disciplines. Community planning and development can entail the construction or rearrangement of physical facilities--street system, roads, sewer, bridges and so forth; hence, it needs the technical knowledge of the engineer. The broader aspects of the physical arrangements of the community need the attention of the city planner who must be able to evaluate their relative values and their significance for the solution of planning problems of the community. Community planning and development involve economic base studies--present and past data--location of industries in the community. These undoubtedly, would require the services of economist. On the problems of area economic development, the attention of the regional economist and geographers may be called upon. All in all, community planning and development can imply the task of organizing people and groups for political or social action to improve the living conditions of the community, both economic and non-economic. Here also the sociologist is the central discipline, with political, scientist playing a supporting role. However, the ultimate success or failure of any community project or planning depends in a large measure on the favorable or unfavorable response of those for whom the scheme is devised.

Community planning is not merely a local problem but part of a broader regional and national scheme. Consequently, community planning is likely to produce the best results when viewed or practiced within the



broad framework of regional and national plans. Local planning authorities may expect that their responsibilities will increase in the future with the increased activity of other planning agencies on higher levels of the government. Regional and national planning on the other hand can proceed after certain amount of local information is obtained. The problem of the community planner then becomes the translation of these broad aspects of economic and regional planning into local terms so that the impact which they will have on particular local developments with the view to conserving property values, land uses and resources will be revealed and taken into account by an adequate physical plan.

#### The Role of Community Planning and Development Plans in Ghana.

Local planning should be established to fit local physical development plans, regulations and action programs into regional plan affecting the areas under their jurisdictions.

Development plans fall into three main categories:

1. Projection of broad economic and social goals for the economy as a whole.
2. Those which are physically executed as specific project  
e.g. construction of roads, layout of new towns and townships, civic centers and urban renewal.
3. Those which produce their effect by regulating private building and guiding it into prescribed forms.

1. Economic Base Studies and Projections. Economic reports and statistical surveys are the basic tools for economic planning of a community. They provide basic information for the formulation of

economic policies at regional and national levels. Among the economic data required are those which will permit the planner to analyze the particular area in the light of the regional and national economic development. These may include data in regards to manufacture, agriculture, trade and services, the stage of present development and prospective future changes. Data concerning the economy will relate the land to the people. They will give information about industry, agriculture and productivity.

Social Studies. An estimate of the present and future needs of the community. This will reveal the living conditions of people as to where and how they work, trade and play. The studies will also show their receipts and expenditures, movement of people and commodities, cultural pattern of the society, forms and methods of government.

In all these socio-economic studies, there has to be a tentative preparation of program of action setting forth the prospective economic and social development of the area under study.

2. Physical Execution of Projects. These affect the entire area of the local authority which may regulate physical construction and capital investment on a large scale. Buildings obviously constitute the main physical fabric of a city, and their nature and disposition profoundly affect the pattern of roads and other services.

3. Legal Regulation. A legal document specifying what the owners are and are not permitted to build, together with legislative enactment containing the necessary power to enforce compliance with the plan. This is only good to the extent that it can be implemented and enforced.

Implementation and enforcement, no doubt, are the essential elements of Development Control.

Enforcement. The enforcement of a Development Plan requires a combination of the following:

- (i) A system whereby no building work may be commenced before plans are approved by the local authority and whereby buildings are required to conform strictly with approved plans; such a system of course, necessitates the provision of technical staff competent enough to examine plans and buildings in course of erection, besides administrative staff ancillary to these activities.
- (ii) Land use and survey maps--usually called zoning maps--showing areas in which different regulatory provisions are prescribed, together with proposed physical improvements such as new roads, lots, etc. Land use survey will tell how much land is being used for residential, commercial, industrial and public purposes. They are principal tools to aid future development and as a guide to the planner.
- (iii) Zoning should be used fundamentally as a method of segregating land uses and setting aside desirable areas which are most suitable for certain types of developments. It is the most effective method of carrying out comprehensive plans. Zoning is an instrument which regulates and restricts the use of land, set-backs, yards, height, bulk and density in districts created for the purpose.
- (iv) Provision of powers of enforcement.

Rural Planning. The inclination to resolve the relationship of planning to achieve well-balanced community for distribution of economic activity and population would be unfortunate if it failed to consider planning and development of the country as a whole. It results, in the type of planning which seeks to isolate the city and the big towns and ring fence the rural areas. The country needs to maintain the continuity of the social life and traditions, while adapting them to the new conditions by economic development through which the nation is now passing. The location of industries must go hand in hand with agricultural development in the rural areas. Betterment of the rural sector along with industrialization are complementary means of approaching the problem of development in rural areas. Improvement in transportation and communications may bring the village into increasing interaction with its neighbors and with the town and city. It is therefore a defensible hypothesis at least, that some form of rural planning with distribution of industries may offer certain positive advantages as a milieu for creative adjustment in the rural areas thus providing better village environment for living. Distribution of light industries and increase in agriculture may serve to lessen the exodus to the big towns and cities. This may involve the creation of community centers and development projects in small towns and medium-size towns within the orbit of regional planning and economic development. Rural planning cannot be divorced from city planning. Both are necessary and need to be carried out in some sort of relation to a defensible development scheme for the region and the nation as a whole.

Aided self-help techniques have been stressed more often in Ghana as a device of renewing or revitalizing aging villages. It must be

mentioned that lay participants of these self-help projects may not have the technical knowledge and in fact, the critical judgment as to standards and controls. Therefore, the government in all cases must evaluate these projects in social and economic point of view. Where possible the government may provide traveling specialists from the regions to promote community education and organization. Qualified planners can be recruited to advise the mass education programs which are already in existence in Ghana.

## CHAPTER V

### METHODOLOGY FOR COMMUNITY PLANNING

In this chapter an attempt will be made to demonstrate how economic development plans can assist community planning which lie beyond the impact of urban development--the farms, the hamlets, the villages and small towns which are part and parcel of the nation and in fact, the cities themselves which are plagued with congestion and blight resulting from massive urbanization.

The recent trends of economic development and industrialization in Ghana have accelerated a drift from the countryside to the big town and cities and have resulted in congestion, overcrowding, bad sanitation and unhealthy environment. The Seven-Year Development plan takes cognizance of this situation:

The rapid inflow of people into urban areas since the end of the second world war has resulted in the creation of a number of satellite towns and villages around the larger cities and also to the increased over-crowding of slum areas within those cities....The result is that on the one hand these immigrants have provided themselves with what housing they could in the middle of the cities in defiance of building and other regulations of the municipal authorities, and on the other hand, the satellite towns and villages which they have created have grown up without adequate planning or sanction.<sup>80</sup>

Rural exodus has been closely linked to urban growth. People move to the towns for the following reasons:

1. Population growth pushes more and more people off the land.
2. Scientific methods in agriculture requires fewer or seasonal

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<sup>80</sup> Seven Year Development Plan, op. cit., 194.

rather than regular workers.

3. Rural areas are incapable of creating new commercial, industrial and cultural centers.
4. Towns offer the hope of work, new talents, individuality and amusements.
5. Disparity of wage levels exists between agriculture and industry.
6. Towns are centers of industries and new technologies.

The aggregation of population in the towns has been described by Hauser, Chairman of the Department of Sociology of the University of Chicago:

One of the most striking aspects of the modern era has been increasing urbanization, that is, the increasing proportion of the world's population residing in cities. This phenomenon is the physical manifestation of the urban way of life which is so characteristic of today, and of the many new types of problems incident to what has become mass society. Moreover, the urban mode of life extends far beyond the boundaries of cities and even beyond those of metropolitan areas.<sup>81</sup>

Up to a point, an influx of population into the towns may be regarded as beneficial because it provides the labor which is required in the industries. However, agricultural activity in the village can suffer, when this influx becomes an uncontrolled tide which swamps an urban settlement with no adequate provisions to accommodate it. This then is the problem and everyone knows it: first, there is a steady depopulation of the countryside; second, there is the deficiency of services in the rural areas and the city centers. Excessive concentration of population

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<sup>81</sup>Philip M. Hauser, "World Urbanism," Editorial, American Journal of Sociology, Vol. 6, No. 5 (March, 1955), p. 427.



is often responsible for difficult living conditions. But what is being done to encounter these difficulties and problems? Extensive repopulation of the community--a reversal which is frequently advocated as the key to solving the problem. What this paper asks is how far can the present development plans assist in the achievement of these ends? The answers to these questions are not easily found. However, two alternate remedies may be suggested here:

- A. Divert the migrants from the city before they arrive by providing low-cost urban villages or medium-size towns.
- B. Tackle the city itself to improve the haphazard use of land, squalid housing, social conditions, traffic congestion and services in all forms.

Development plans and regional planning if applied simultaneously will help to achieve these ends. National plans can help to redistribute industries to the regions and to the communities which may increase the earning capacity while giving opportunity for learning new skills in industry and agriculture. Having established the economic base, the next is to establish the base study setting forth the prospective economic and social development of the community under study. Thus, almost, simultaneously, the planner's task is to apply scientific method in planning the villages, towns and cities to accommodate expansion and promote general improvement.

In the medieval times the communities with narrow and irregular streets grew around the church--the center formed communal life. The church formed the core and all streets terminated at the entrance of the church. As the hamlets grew into villages they stretched almost

simultaneously into long streets with shops and houses built side by side. Perhaps this is where the community ribbon started. In medieval times this might be desirable for the protection and fortification of the various communities against the attack of the enemy. With the invention of the gunpowder, residents sought relief from the central congested areas and spread their communities far and wide beyond the belt of these fortifications. The industrial revolution completely destroyed the isolation of the medieval community and made it part of and dependent on the wider world. Nowadays, distance has been annihilated and people live today in a shrinking, pulsating world. As a result the need for planning and effective control of the community has become more urgent than ever before. It is perhaps, wasteful to regard economic and community developments as two activities which must be taken separately. No longer is it enough for the community planner to view economic development at a distance without trying to accommodate the changes brought about by development plans. If the government aims to promote growth by large scale installations, then community and regional developments the ingredients of growth are necessary parts and must be taken almost simultaneously with the national plans. Inability to view these as a whole can jeopardize the good intentions of the economic development in Ghana.

#### I. PHYSICAL PLANNING POLICY

National Policy and Community Planning. National economic development and urban development are interrelated. The locations and growth of towns and cities can be brought about by many factors, economic and geographic, social as well as political. However, their size and

distribution depend upon economic and social opportunity of the settlement. Social and economic developments bring about urban growth, likewise urban growth is used to hasten economic and social progress. The policy of socio-economic developments initiated at the central level would be inadequate unless they permeate the sectors where expansion and growth are really taking place.

The national location and distribution of industries are determined on the basis of economic development plans and spatial distribution for specific towns and people. The successful application of this must be taken in the long-term national economic plans in conjunction with regional plans to co-ordinate the pattern of the master plan for community development. Land use plan, for example must reflect the spatial results of the economic plan for location of industries. As a matter of fact, the location of industry and land use go hand in hand in development programs. Each is the other's "customer" and their activities are indeed, complementary. However, if careful provisions and forethought are not made, the pattern of community or urban growth stimulated by the application of economic development can be chaotic and thus impede progress envisaged in the development plans.

Regional Policy and Community Planning. For the purpose of community planning, regional planning is the controlling factor of the physical environment of the communities because the towns, villages are intimately connected with region and in a form of unity and identity with regards to resources, people, or its relation to some focal point. Therefore in order to carry through national economic policy to the community

level, it is necessary to view the nation as a whole, and as a system of interdependent regions. It is the time dimension which differentiates the planning of a community or region from say, the planning of hydro-electric power. The region must provide for the orderly development of the latent resources to the best advantage in relation to production, and a balanced distribution of industry and living space. The pattern of each city, town or village is examined and planned individually, and above all, with regional consideration in mind. This depends on the future rate and pattern of resource and economic development in the region. This may further involve the regional planning department to access the resource potentialities of the region as a whole, and to plan a co-ordinated program of resource development to show the expected timing and stages of the different resource projects. Having established this, it would then be possible to plan the central resource town and to develop a regional plan of settlement related to the various resource developments.

Community Planning Policy. Community planning is carried out by means of master plans for a new town or built up areas and shows distribution of population, land, direction of growth of cities, towns, and villages. The starting point of community planning and development is the region. This is necessary because the region lies midway between the national development planning and community planning and can be visualized more easily than the national whole.

## II. PLANNING A NEW TOWN

The inflow of population to the large cities in Ghana has brought in its train many complications and schisms in the social life of the cities. The problem here is not a question of deconcentrating the existing population, but also catering for this migration which has gone on for many years and seems likely to continue. The influx of immigration into the cities should be diverted into other settlements before it reaches the central slums. Here then is a clear case for planning the existing smaller units surrounding the city within the region from which new techniques can be disseminated.

A town comes into being either at a point having those characteristics of nodality which enable it to discharge that particular function to the best advantage or at a point artificially endowed with nodality. The town will continue to flourish in the discharge of its function until the State finds that it no longer requires assistance given.<sup>82</sup>

Planning of a new town calls for the provision of infrastructure and centers to serve a group of settlement units or a region of which the town is an integral part. It involves relating its population to adequate places of employment and potential resources of an existing city. The groups of unit areas must clearly relate to one another in respect to functions and provide employment and social services comparable with the city. The town can then be examined at the extent of expansion for promoting the desirable national pattern of economic growth. Factors, such as the purpose it is to serve, the size, geology,

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<sup>82</sup>M. Aourousseau, "The Distribution of Population: A Constructive Problem," Geographical Review, Vol. XI, 1921, pp. 567

topography and climate among many others must be examined. These are viewed in the light of advantages and disadvantages and other alternatives so that the site selected may be developed rapidly into a community which can be integrated into regional and national development plans.

Although size can be considered primarily in relation to social amenities, the economic base is the deciding factor. For people may settle in a place but if jobs are not forthcoming, they will eventually move elsewhere. The location of the economic base is likewise determined by the natural resources and social activities in a region.

The techniques for planning a new town depend on the level of development, industrial and social characteristics of the inhabitants involved and a complete tie-in of economic and physical planning. Economic and social plans spell out goals and magnitudes of population, production, income and employment for the town and its future periods. Having established these magnitudes, the physical planner may then proceed to translate the expected economic and demographic development of the area into physical requirements so that the master plan can be developed into arrangement of uses.

The Layout of a New Town. The layout of a new town is governed mainly by social and community interests of its inhabitants. The cogent factor which controls the layout is the neighborhood unit plan. The plan is an effort to create a residential neighborhood to meet the needs of family life in a unit related to the larger community. It is essentially a residential settlement, built compactly so as to facilitate social contacts among its inhabitants in order that the children living in this

neighborhood shall be within easy reach of a school, which is for them the center of the social life of the community.

Residential Neighborhood. A planned residential neighborhood finds its most complete description in Perry's monograph, "The Neighborhood Unit, a Scheme of Arrangement for the Family-Life Community."

Briefly, they cover the following:

1. Size. A residential unit development should provide housing for that population for which one elementary school is ordinarily required, its actual area depending upon its population density.
2. Boundaries. The unit should be bounded on all sides by arterial streets, sufficiently wide to facilitate its by-passing, instead of penetration, by through traffic.
3. Open Spaces. A system of small parks and recreation spaces, planned to meet the needs of the particular neighborhood, should be provided.
4. Institution Sites. Sites for the school and other institutions having service spheres coinciding with the limits of the unit should be suitably grouped about a central point, or common.
5. Local Shops. One or more shopping districts, adequate for the population to be served, should be laid out in the circumference of the unit, preferably at traffic junctions and adjacent to similar districts of adjoining neighborhoods.
6. Internal Street System. The unit should be provided with a special street system, each highway being proportioned to its probable traffic load, and the street net as a whole being designed to facilitate circulation within the unit and to discourage its use by through traffic.<sup>83</sup>

A group of neighborhoods linked together by common institutions and intermittent facilities make up a residential district. A viable

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<sup>83</sup> Clarence A. Perry, "The Neighborhood Unit: A Scheme of Arrangement for the Family-Life Community," Regional Plan of New York and Its Environs (New York, 1929), p. 22.



SCHEMATIC LAYOUT OF ROAD COMMUNICATION IN A REGIONAL PLAN  
AND  
REARRANGEMENT OF THE HEXAGONAL PATTERN

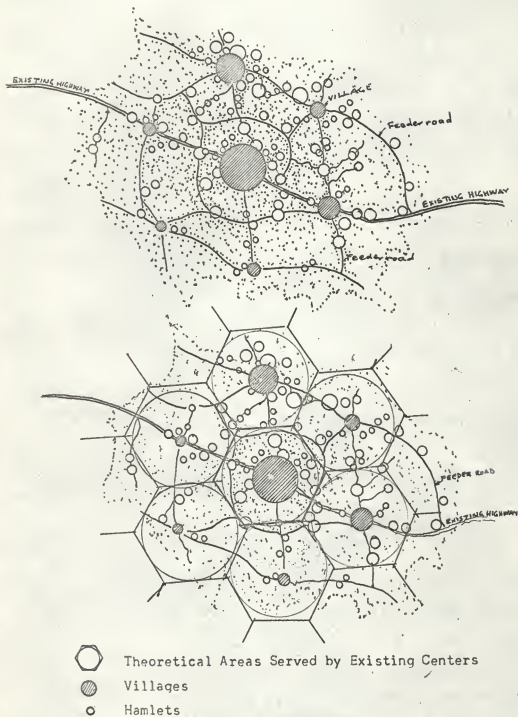


FIGURE 4

community must be self-contained in matters of employment, community facilities and social services.

Size. A great deal has been written about the size of a town that will support a variety of social interest and services for a balanced community. However, one cannot be dogmatic about this subject. Ghana has had studies made for urban villages to be built in the outlying areas of the city where bus or train service could be extended. There is now a shift from urban villages to medium-sized towns due to increasing recognition of the advantages of this form of urbanization. It provides for social adaptation of the newcomers from the rural areas hitherto unequipped culturally, socially and emotionally for urban living conditions.

For the purpose of this study a community unit for 15,000 people, about the size of a small town can be chosen for development. The unit can support a market, a clinic, a community center, playgrounds, post office and many other community facilities. In general, the social structure of the proposed medium-sized town will be based on five village units, each for 3,000 people. In each unit there will be a primary school and a neighborhood center and about one to two secondary schools. Figure 4a shows a road communication and villages in a regional plan. In Fig. 4b, seven of the villages are combined as a base for a structure of a new regional community. This is based on the hexagonal conception of Christtaller's theory discussed earlier in this study.

A community unit or a medium-size town can be built one at a time so that as each unit develops the experience gained in such developments

can be used in planning for the next one. A growing town like this must be given the necessary powers to acquire land for development and enforce controls. Sites for development must be zoned in relation to modern needs and other considerations. At its early stages future sites for further development must be zoned for industrial, commercial, residential, neighborhood centers, schools, and other services within the local area. How to relate these functionally are not easy, but it must be remembered that each type of service tends to seek its own spot which is reasonably central to the population it must serve. The size and location of population in turn is established by the frequency with which it must use the services. The functional relations are also modified by physical factors which control the movement and location of various facilities.

The division of functional grouping can be viewed from four main classes:

1. Services and institutions which are used most frequently;  
e.g. barber shops, drug stores, grocery stores, schools  
and sport grounds. These are located as closely as possible  
to dwellings within the boundaries of residential neighborhoods.
2. Enterprises and institutions which are patronized infrequently,  
and hence need central location in a residential district  
within a walking distance; e.g. centers, movie houses.
3. Enterprises and institutions serving the whole town and  
located at its center which are reached by public or  
private transportation and also are visited occasionally;  
e.g. administrative offices, shopping centers, museums,

## CONTEMPORARY NEW COMMUNITY (LAND USE)

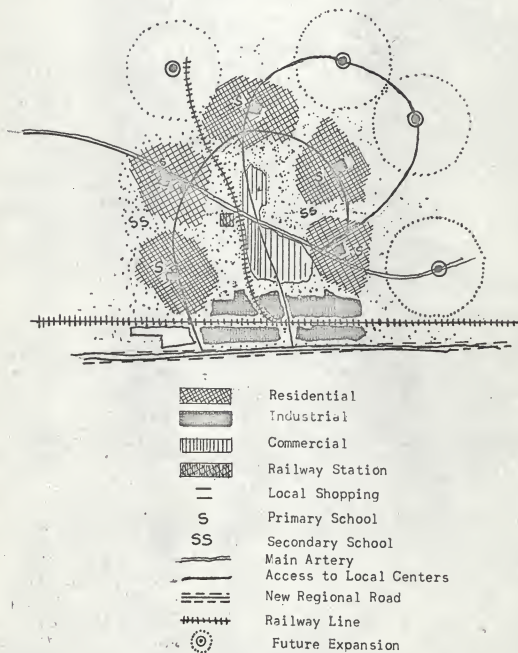


FIGURE 5

hospitals.

4. Recreational facilities and greenbelts scattered within or at the periphery of the town.

Residential District (Fig. 5 and 6). The structure of the residential area is based on functional integration of housing with public services. In Fig. 5, the residential district is divided into five neighborhood units. Each contains facilities that contribute to a satisfactory neighborhood environment as regards access to services and amenities in daily use. Therefore in the interests of amenity this should be:

1. Off main traffic roads, though closely connected to them.
2. Near facilities for travel.
3. Near open space reservation.
4. Near works, but not among them.
5. Associated with shopping centers which are the immediate outcome of residential settlements.

Neighborhood Unit. A sound neighborhood structure including a variety of meeting places will facilitate social contacts. A neighborhood plan will provide for shops, clinics, community centers, schools, churches and playing fields. Figure 6 shows a layout of a neighborhood in a regional plan. The neighborhood center can be enlarged to provide other amenities for the hamlets surrounding it.

Downtown Center. The downtown center consists of enterprises and institutions which are visited occasionally and, in the large town

## LAYOUT FOR A NEW COMMUNITY

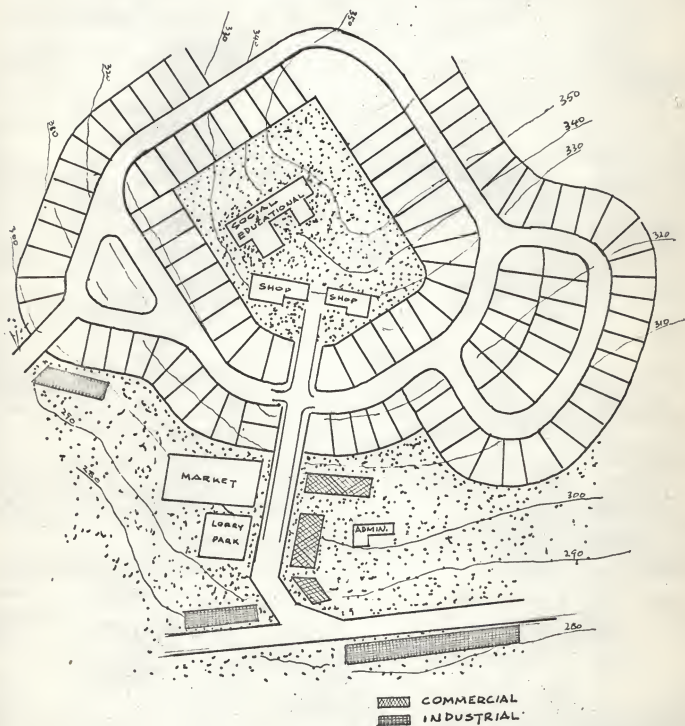


FIGURE 6 A NEIGHBORHOOD UNIT

installations which may be reached by private or public transportation. The downtown is the focus of political, social, and the scene of public celebrations, demonstrations and fetes--hence must normally occupy a commanding position. In addition to the general town center, specialized educational, medical or sport centers are sometimes set up as an accepted feature. Included with these services are administrative offices, museums and central shopping centers and residential district centers close to downtown areas. The downtown and the district centers must form a coherent architectural whole which imparts unity to the town plan.

Location of Industry. Normally a small community may have one industrial district and a larger community may have two or more industries. In locating an industry, the following factors may be considered:

1. Nearness to raw materials and selling markets for direct consumption.
2. Grouping of like or with other industries so as to co-operate closely as possible.
3. Nearness to transportation, power, heat and public services including sewage system.

It is necessary that health requirements are strictly observed. Therefore industries that emit offensive substances, explosives and treatment of fats have to be ruled out of ordinary industrial areas and placed into specially appropriate sites. In general, decisions have to be made as to all industries, to locate or rule them out.

Open Spaces and Parks. The growing trends in industrialization



and urbanization have created desires for outdoor recreation to help relieve the stresses and strain of congested living. Therefore, when a town is in the making, areas must be zoned to preserve the greenery for parks and open spaces for the purpose of supplying the town with fresh and equable climate. Planned open space can serve to control haphazard urban development and urban sprawl. It encourages more economic and desirable urban development, and prevents blight. It provides conservation and scenic areas and helps to preserve the national landscape within the vicinity of the town.

The Development of Urban Village. The development of a new town in rural areas rests on agriculture and other raw materials. Agriculture improvement is an integral part of the much wider problem of raising the level of rural life. Town planning cannot be detached from the villages. Their central location in regional development makes it necessary to plan their land use pattern in the scale of central urban functions for the region as a whole. The following are some of the guidelines for the selection of villages for planning and development:

1. Villages should be central to the area they serve and located near highways crossing, but not along them.
2. Villages should be distributed evenly over the development region.
3. Villages should be sited on poor farming land so that the fertile lands could be used for agricultural purposes.

Village Plan. Conveniently situated the village center will be enlarged to form neighborhood center for a grouping of villages, where

main shops, market, health center, and administrative offices will be situated. There should be village maps defining the sites to be cleared and the numbers of houses to be re-erected on them: a statement of the number of new houses otherwise required to meet the needs of the selected village itself, and those other villages which will depend upon it as a service center. Transportation is the most vital service and no plan will effectively assist rural development which makes no proposals for connecting:

1. The selected village to the market town, and
2. For service between the selected village and those other villages which depend upon it for some social and other services.

### III. PLANNING IN METROPOLITAN (BUILT-UP) AREA

Obsolescence has led to physical deterioration of many structures in metropolitan and built-up areas. Physical deterioration of these structures are mainly due to the age of structures, poor original construction, poor maintenance and overcrowding. The rapid growth of urban areas have led to great problems of readjustment of land uses and to ill-considered developments. Slums are amongst the most obstructive of social evils. The awareness of these have led to many factors of modelling--redevelopment, rehabilitation and conservation.

Urban Renewal. An all-inclusive term for a comprehensive process covering any systematic, planned action against blight. Urban renewal can be viewed at three levels: nationally, regionally and locally.

Nationally, it covers historic buildings and mushroom developments. Regionally it covers rural and depressed areas, and locally it covers blight in urban areas. The implementation of urban renewal varies from country to country with magnitude and nature of the problem. The benefit of town planning in built up areas can be obtained from zoning, including restriction of use, and preservation of amenities. Provisions that relate to the use and kinds of buildings, which may be erected in place of those that now exist, and as to the maintenance or increase of the space about buildings, and as to the changes in densities, if carried out on reasonable lines, will involve no liability to the community.

Linking Urban to Regional Traffic. In urban areas streets must be laid so that vehicular and pedestrian traffic can move quickly, conveniently and safely. The urban road network consists of four main types: motorways for non-stop traffic, thoroughfares served by public transportation, side streets, and footpaths. An appropriate linking of town and regional planning will show clearly the vital role of proper planning of transport to the desired relationships of central town and the wider regions. The development of transportation system to connect the various areas in the region will help population distribution and ensure sound economic activities within the expanding economy in Ghana.

## CHAPTER VI

### SUMMARY AND CONCLUSION

As a prelude to economic development in Ghana, consideration of developments and growth in the big towns and cities cannot be considered independently of the areas adjacent to and around them. Economic development and physical planning must be national in spirit and scope and local in application. Policies for nation-wide social and economic advancement must be comprehensive and unified with the objective of functionally relating the communities to the regions for over-all spatial developments of the nation.

Following the clarification of concepts of "regional," "community" and "economic development and planning," the study mentions possibilities which exist for reconciling national, regional and local planning and development for the needs of the country. It stresses that if economic development and physical planning are to be at all effective, departures from them must not be lightly permitted.

The present paper points to the strategic position of the region as it lies midway between local and central levels. The region can be visualized more easily than the whole nation. Therefore, community planning must start from the region to deal adequately with the problems in urban and rural areas where development programs are still in their formative stage. Since the communities and the regions are integrated parts of the nation, their physical changes must be planned for; otherwise the failure to achieve the anticipated social gains would frustrate the economic goals of the government. The study goes further to suggest

that in a controlled economy like Ghana's where the government's sphere of direct control over utilization of resources is great, government's action should be directed toward establishing a permanent central authority for over-all physical planning with appropriate intermediaries at regional and local levels.

The following are suggested functions to be performed:

At National (Central) Level:

1. The determination of regional functions and plans within the national government.
2. The protection and development of agriculture, natural resources and location of major industries.
3. Compiling and collating information from national point of view as a guide for planning authorities.
4. Population projection, patterns and functions of settlements.
5. Formulation of legislation and implementation devices for local and regional planning.

At Regional Level:

1. Gathering, recording and classifying information for national and local planning.
2. Co-ordinating, integrating and executing projects by national and local governments.

At Local Level:

1. Fitting physical development plans and regulations into regional plans.
2. Controlling land use and building development through subdivision and zoning.

3. Providing communication with urban and rural areas.

Thus, the chief needs in Ghana are linking economic development plans with physical plans and a rational degree of flexibility in dealing with the anticipated changes. Economic development programs without full considerations of their related physical aspects may jeopardize the social and economic objectives.

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THE ROLE OF REGIONAL AND COMMUNITY PLANNING  
IN ECONOMIC DEVELOPMENT IN GHANA

by

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AN ABSTRACT OF A MASTER'S THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF REGIONAL PLANNING

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1965

Economic development in Ghana is characterized by ever growing large scale installations to match the pace of the twentieth century. However, there has seldom been a comprehensive effort to view the physical changes which such development programs impose. The broad national policy for economic development in Ghana may sometimes be unrelated to the physical growth. Economic development programs tailored without full consideration of their related physical implications can lead to disorderly patterns, frustrate the objective of economic plans, and lead to human misery and suffering. Hence, the resource-saving device is for a better integration of plans and policies on regional and local levels to translate the national objectives into action programs.

This thesis involves the investigation of methods of integrating economic and physical planning having their due place within the national government. Planning and development must be continuous and intermeshed with one another so that their economic, social and physical elements are realized. The approach to the solution is that national economic development must start with evaluation and analysis of information on population and resources; setting goals for production, income and employment; and carrying them along with regional and local planning. For the purpose of physical planning, these goals and magnitudes must be interpreted in their geographic terms through survey and analysis of local conditions; they must establish minimum land use and related standards and controls for the implementation of the plans.

It is wasteful to formulate economic plans at a distance and later on try to accommodate them into regional and community planning. The alternative is to establish a permanent central planning authority

for overall physical planning with intermediary levels in the regions and local areas. Regional and community planning can play the all important role in implementing the national development programs, whether in capitalistic or in socialistic systems.